C-5

Manitoba
Attorney General

90-05075/

MANITOBA POLICE COMMISSION

CONFERENCE ON THE MULTICULTURAL COMMUNITY AND CRIME PREVENTION IN MANITOBA

PROCEEDINGS

NOVEMBER 18, 1989
VISCOUNT GORT HOTEL, WINNIPEG

The Conference on the Multicultural Community and Crime Prevention in Manitoba was sponsored by the Manitoba Police Commission. The Proceedings were prepared by Ms Lana Maloney, B.A., under contract with the Manitoba Police Commission.

TABLE OF CONTENTS

INTRODUCTORY REMARKS - MR. GEORGE ORLE, Q.C.....1

ROLE OF THE R.C.M.P. - INSPECTOR GARY DUFF.....4

ROLE OF THE WINNIPEG POLICE DEPARTMENT -

DEPUTY CHIEF PAUL JOHNSTON.....6

COMMENTS, QUESTIONS AND ANSWERS FROM THE FLOOR.....10

PANEL OF COMMUNITY LEADERS.....14

MR. MANDISI TITI.....14

MR. PHILLIP LEE.....15

MR. JOHN CARDOSO.....16

DR. REGINALDO HERNANDEZ.....17

MR. LOU FERNANDEZ.....19

MR. UDORN SAYASA.....20

MR. JOSEPH NGUYEN.....20

MR. JOHN JACK.....21

MR. DENNIS REBELLO.....23

CONCLUDING REMARKS - MR. GEORGE ORLE, Q.C.....25

KEYNOTE SPEAKER - HONOURABLE JIM MCCRAE.....26

INTRODUCTION TO THE WORKSHOP SESSIONS

MR. NAM VU.....31

MS. NORMA WALKER.....32

RECOMMENDATIONS

THE ROLE OF SCHOOL, PARENTS AND COMMUNITY

IN CRIME PREVENTION.....33

THE ROLE OF MEDIA IN CRIME PREVENTION.....35

RESOURCES AS THEY AFFECT CRIME PREVENTION

IN MULTICULTURAL COMMUNITIES 36

INTRODUCTORY REMARKS

Mr. George Orle, Q.C., Chairman of the Manitoba Police Commission, opened the symposium by welcoming those in attendance and thanking the organizers for the work that they had done in making this conference a reality. The interest that has been shown in attending such a symposium was overwhelming and therefore indicative of the interest and the concern that is present in the community regarding the ethno-cultural community as it relates to police services and crime prevention.

The purpose of this conference is to build stronger bonds between the community and the police. Mr. Orle summarized the three objectives of this conference to be those of mobilization of the various multicultural communities to a higher awareness of crime prevention and a better understanding of police services, the establishment of a stronger network between the communities and crime prevention agencies, and the development of a specific community based strategy in crime prevention which will be developed in the workshops taking place subsequent to the keynote speakers. The recommendations that are formulated will be recorded and the Police Commission will then attempt to implement those recommendations that are within their mandate.

Mr. Orle outlined the role of the Police Commission and noted the extensive powers and responsibilities that are given the Commission under the Police Act. They are to promote: 1) the prevention of crime; 2) the efficiency of police services; and

3) police community relationships in the Province of Manitoba. Other responsibilities include the entitlement to inquire into and report upon matters relating to the causes, extent, investigation and control of crime or to the enforcement of the law. The Commission is also entitled to act as an appeal board and therefore, they deal not only with regulations, but also with setting standards and policies as well as dealing with public complaints.

A sampling of the activities that are within the mandate of the Commission are the establishment of policing policies, the provision and promotion of regulations as they relate to policing practices as well as the integration of the concepts of crime prevention into the community framework. Many programs that underscore crime prevention are now available to the community.

The recognition of the multicultural concerns regarding fair and undiscriminating policies of recruitment, hiring and specialized training for these groups are also within the mandate of the Manitoba Police Commission.

Sir Robert Peel's principles are important for the successful functioning of any police department. Mr. Orle suggested that by replacing the word "public" in each of the following principles with the word "multicultural society" or "visible minority", a better understanding will be gained in terms of what the Commission is attempting to accomplish.

1. The ability of the police to perform their duties is dependent on public approval of police actions.

2. Police must secure the willing cooperation of the public in voluntary observance of the law to be able to secure and maintain the respect of the public.

3. The degree of cooperation that can be secured diminishes proportionally to the necessity of the use of physical force.

4. Police seek and preserve public favour not by catering to public opinion but by constantly demonstrating absolute impartial service to the law.

5. Police at all times should maintain a relationship with the public that gives reality to the historic tradition that police are the public and that the public are the police.

If we cannot interchange these words then there is a problem and Mr. Orle conjectured that perhaps we have not yet arrived at this level of understanding. Discrimination in any aspect of our society will interfere with the proper administration of our justice system.

The large influx of immigrants into Canada results in an ever changing nature of society and this trend will continue because Canada needs immigrants to maintain a stable population. The goal then for the Police Commission is to be proactive rather than reactive to the changes in the make-up of our society. The ability to anticipate changes and the conflicts arising out of those changes will only result in our being better prepared to function in a cooperative manner and in a spirit of a society working together. The input of all who are participating in this conference is important if we are to realize these goals.

THE ROLE OF THE R.C.M.P

INSPECTOR GARY DUFF

Inspector Gary Duff outlined the role of the R.C.M.P and began his discussion by asserting that it is important to have a clear notion of the background and the functions of the force as a total organization. The force is organized under a Federal Statute and is headed by the Commissioner who, under the direction of the Solicitor General of Canada, has the control and management of the force and all matters connected therein.

Inspector Duff explained the relationship of the R.C.M.Police to the provinces and the mandate of the force within this relationship. The largest component of the force is in the provincial policing area. In Manitoba there is a total of 1,245 members including all officers and support staff. Because of the diversity of the province the force is required to provide a wide range of services.

The R.C.M.P. Headquarters are located in Winnipeg and there are 78 detachments contained within 7 geographic regions. There are unique problems inherent to each area, but there are certain programs which are applicable to all regions - Neighbourhood Watch, Block Parents and Range Patrol are some examples.

Inspector Duff outlined the organizational goals of the R.C.M.P:

1. To reduce crime.
2. To maximize the degree of citizen participation in crime prevention.

3. To obtain public support.

4. To increase voluntary compliance with the law.

5. To establish a "victims of crime" service incorporating civilian volunteers working in conjunction with detachment members.

6. To enforce community-based policing through citizen advisory groups.

Inspector Duff elaborated on the community-based policing model and stressed that the intention of the force is to establish citizen advisory groups in each of the detachments so that a better awareness of community needs can allow the police to more effectively meet those needs. Recognizing that the police must work with the community so that there will be a reciprocal relationship, Inspector Duff believes that a dialogue must be established on a continuing basis so that the community problems may come to the attention of the members of the force. This process would then result in community problems being solved in concert with the police.

The R.C.M.P are changing their policing strategies so that instead of policing natives, the strategy will be policing for native communities. The rationale for this strategy is that the R.C.M.Police believe that the community is best equipped for setting policing priorities through community advisory groups.

The increasing multicultural nature of Canadian society places a heavy burden on the front line workers of all social programs. The only way to adapt to these conditions is to have officers who are able to speak the language. It is important to work

cooperatively with the community to realize these goals. The role of the R.C.M.P. is to develop a total policing program, one that is able to meet the unique needs of the particular communities to whom service is being provided.

THE ROLE OF THE WINNIPEG POLICE DEPARTMENT

DEPUTY CHIEF PAUL JOHNSTON

Deputy Chief Paul Johnston expressed his pleasure in taking part in a conference that is so very important and timely. He further expressed the regret of Chief Stephen for being unable to personally attend the symposium. The Deputy Chief explained that the Chief was attending an accreditation program in Houston that will hopefully enhance the performance of the police service and the relationships that the police have with the community.

Crime prevention is a community effort and cannot be a police effort without the help of the community. Deputy Chief Johnston explained how the police have had to adapt to the changing community and felt that this challenge has not always been met successfully and this was because of the ever-changing nature of the community in terms of multicultural groups.

A brief overview of the Department was given. The City of Winnipeg Police Department serves 650,000 people who are of very different backgrounds and cultures and who come from a wide range of socio-economic strata. There are 1,139 sworn officers working

from 6 designated patrol areas with a 69 million dollar budget. The greater proportion of that budget is spent on salaries and benefits.

There is a community-based policing program in District 6 and the Department is trying to establish the value of this model of policing. The concept of community-based policing was defined by Murphy and Muir (1986:81) and among the key principles outlined by them are the following:

1. The community has a key role to play in the development of the philosophy, management, and delivery of police services.

2. The objectives of policing should be community-defined and include service and order maintenance as well as crime control.

3. The diverse functions that the police perform in the community are legitimate elements of the police role.

4. The police are but one component of the informal and formal network of social control in the community and must share with the community the responsibility for solving community policing problems.

5. The police, in assuming a proactive stance toward community problems, must place greater emphasis on prevention, referral, and education.[1]

Deputy Chief Johnston explained that the Department has tried for many years to recruit minority group members and that they are still strongly promoting policing as a career and are therefore actively pursuing these recruits in an attempt to make the

---

[1] Murphy, C., and R. G. Muir. 1985. Community-Based Policing: A Review of the Critical Issues. In Curt T. Griffiths and Simon N. Verdun-Jones. 1989. Canadian Criminal Justice System. Toronto:Butterworths.

Department a true reflection of the community. Some success has been realized but he felt that more efforts will be needed in this area. One of the problems that has been encountered is that in spite of the efforts of the Police Department, the applications for new recruits are not forthcoming. Johnston conjectured that perhaps part of this problem is that policing is not always viewed as a preferred profession in some cultures.

An outreach program has been established with a 5 year plan to attempt to recruit from aboriginal and other minority groups. Education will be given that will address the question of the nature of police work, and the creation of interest in police work as a positive career will be promoted.

Deputy Chief Johnston was very insistent that recruitment standards will not be lowered for any reason. Any lowering of standards will be detrimental to the community in terms of the quality of service that will be available to that community.

The programs that are currently in place include a Community Relations Unit of 27 persons which is involved with many facets of crime prevention (Community Crime Prevention Officers, Crime Stoppers, Victim Services, School Traffic Safety Patrols and School Liaison Programs). This unit has provided a catalyst for many other programs in the community such as Block Parents, Neighbourhood Watch, Citizens for Crime Awareness, to name a few. This unit is available to the community for outreach programs to speak on crime prevention. The unit suffers from "a strong desire to do more for a community who demands more from a budget that

precludes more". Therefore, these programs depend on community cooperation to make them work as effectively as possible.

Deputy Chief Johnston expressed his gratitude to the community for their involvement in programs and for the initiative and dedication of members of the community which have made possible the availability and success of these programs. Noting that there have been problems, Johnston expressed his desire for the problems to be defused as much as possible. Listing the range of problems that are of concern, he lamented that there is a situation wherein victims of crime are reticent to share information with the police and posited that this may be the result of cultural differences and values.

Deputy Chief Johnston concluded with the comment that all the good intentions will "fall on barren ground" unless everyone makes a strong effort to "cultivate a strong relationship with other facets of the community". Johnston feels that the police have demonstrated a willingness and a desire to be involved with the community and welcomes comments and suggestions from them in order to develop a better understanding.

COMMENTS, QUESTIONS AND ANSWERS FROM THE FLOOR

One participant expressed a concern that multiculturalism as a philosophy should be addressing not only visible minorities but also other cultures that are not as visible.

Another participant commented on the absence of the aboriginal population from the proceedings and asked whether this was intentional. Mr. Orle responded by stating that while the aboriginal people had been invited, those who had been contacted had indicated that they would prefer a separate conference at which they could address their own issues.

There was a concern expressed from one participant who indicated that she was very much involved in the community but had a concern regarding the programs mentioned by Deputy Chief Johnston. She inquired, "What are the vehicles that are used to let the communities know that these programs are in place?" She also questioned when the programs had been started because she feels that there is a need to have these programs made more visible in the targeted communities. Deputy Chief Johnston reported that the Police Department is making every effort to make the programs known but if the message is not getting out, he will try other ways to pass the information along.

Mr. Orle commented on the problems regarding the feedback from distribution of the pamphlets and promotional material and asked the group to leave some idea of their level of knowledge of programs on the evaluation sheets.

Another comment from the floor was that Mr. Orle had indicated in his opening remarks that the policing strategies that are in existence today have been in practice for many years and have been effective. Over the last few decades there have been enormous changes in the types and numbers of immigrants in Canada and therefore there seems to be a need to review recruiting methods and standards of the police. Deputy Chief Johnston indicated that there were some recruiting standards that will definitely not be changed and the commenter requested a clarification of these standards that would and would not be changed.

From the Commission's viewpoint, the delineation would be made on the basis of whether the standard is acceptable within today's society or whether it is based on notions or misconceptions that may have been appropriate or inappropriate in the past. The definitive question would then be: Are these standards required or necessary to do effective policing?

Winnipeg City Police Deputy Chief Johnston replied that the Department has changed its criteria over the years and said that they had been adaptable. Grade 12 or equivalent is required. People who cannot function well in the language of the community would encounter difficulties and this situation would be unfair to that recruit. A 65% pass rate is required and it will not be lowered because the citizens of Winnipeg demand this criteria and deserve it.

A concern was raised from the floor regarding compartmentalization - in a negative way - which was explained as

people speaking of multiculturalism meaning just visible minorities rather than referring to the whole community of Winnipeg. The commenter addressed Peel's 6th principle regarding impartiality as it refers to the City Police. "The police seem to have a penchant for bullying in general and bullying the minority in particular."

The commenter made a comparison of the R.C.M.P. and the City Police in terms of their treatment of individuals. From the commenter's personal experience, he felt that R.C.M.P. treated citizens in a much more acceptable manner. He made the statement that he further hoped that the law enforcers would "treat us lawbreakers like they treat the white lawbreakers".

His final statement was an objection to the reference made "at this kind of a conference" by the Deputy Chief that the hiring of minorities will result in a lowering of standards. If the minority people attend the same schools that the white people do then why is there a concern of lowering of standards? The commenter felt that this was a condescending attitude and expressed his hope that these kinds of attitudes would soon disappear.

Deputy Chief Johnston responded by stating that the issue of lowered standards was not one that had been raised by the police. Instead it was one that came about when people in the community demanded entrance to the force without the required qualifications.

A comment was made regarding the recruitment policies and marketing strategies used by police departments in Canada. A front line officer is not the only position that is available in the policing field. There are other jobs such as forensic

investigation and research oriented work within the Department that should be examined for marketing strategies.

Inspector Duff (R.C.M.P.) responded that it appears that recruitment in the multicultural communities focuses only on uniformed police officers and this is true because that is the area of immediate need. But perhaps the R.C.M.P. should try to develop marketing strategies to encourage minorities to enter other positions within the force.

A question of priorization was raised in terms of how monies are budgeted and allocated for crime prevention and community-based policing.

Inspector Duff indicated that while there is no allocation per se designated for crime prevention and community relations, it is the responsibility of all members of the detachment to do this job. There is a budget for an overall crime prevention program in the province and community-based policing is a very high priority for the R.C.M.P.

Deputy Chief Johnston (City Police) indicated that it is difficult to give a clear indication of the budget but indicated the desire to see the experiment in District 6 (community-based policing) succeed.

PANEL OF COMMUNITY LEADERS

The next part of the conference consisted of a panel of representatives from the various multicultural communities in Winnipeg.

MR. MANDISI TITI:

speaking on behalf of the immigrants of African origin, felt that the assessment of crime prevention done by the police is a function of all members of society. There are different classes of people and when we speak of a group of immigrants, we are really referring to all visible minorities in society. The experiences that Africans have had in their own country where there is a strong sense of injustice results in a stereotyping of police officers and these stereotypes are carried with them to their new country.

In Africa, police are viewed on a continuum from sheer repression to one of patriarchal guardianship. It is important for the police in Canada to have an understanding of the attitudes which the new immigrants bring with them. It is also important for the police to fight the negative stereotype by demonstrating impartiality and this really places a heavy burden on the police. Not only must they be aware of the relationships in the community but also they must become aware of the prejudices that they may not even recognize within themselves.

Stereotypes are a function of personal experience and are also media-related. The reports in the media re the Betty Osborne and

J.J. Harper cases impart a certain image of the police and these images are used to interpret police action and to assign labels to them. He also felt that to demystify the police role, it is essential to have police become acquainted with members of the community and to incorporate minorities amongst their ranks.

MR. PHILLIP LEE:

representing the Chinese community, felt that crime prevention would only become a reality if police interact with members of the community. Mr. Lee stated that when Chinese people come face to face with police officers, a tension is created. Chinese people like to settle in the core areas of cities. Early settlers were afraid of going to the less populated areas. Because the Chinese people are fearful of government agents, when there are problems, the Chinese people tend to hide the problems from the police or when victims of crime feel that the situation is intolerable, the Chinese simply move away from that area.

A greater emphasis on education will enable people to learn about their rights. It is important to fight organized crime and new immigrants must be made aware that it is not necessary for citizens to pay for protection, that protection is paid for by taxation in this country because they are living in a "law and order" nation. Action strategies to combat organized crime must be developed because as communities increase in population, organized crime becomes more prevalent and in conjunction with the police the communities can pull together to fight this phenomena.

Because of the language barriers, the Chinese find it difficult to clearly express their concerns to the police and other lawmakers. Miscommunication can result in a false arrest and the subsequent attitudes reflect the notion that the Chinese people are not being treated fairly because of their nationality. Lifestyle differences can sometimes create tensions between communities. As people come to better understand one another, the tensions can be greatly alleviated.

Mr. Lee suggests the following to combat the problems that immigrants face when dealing with the police: more cross-cultural training and education so that there is greater understanding between the people and the police. When people understand procedures they are then aware of what the limitations of the police are. Police officers and especially young officers should be prepared to answer questions about citizens' rights etc. Finally, community leaders must interact with members of the law enforcement community and should become involved in organizing conferences such as the one that we are attending.

MR. JOHN CARDOSO:

representing the Portuguese community, felt that it was a privilege to live in a democratic society such as Canada because we as citizens can offer criticisms and can become involved.

He had three suggestions:

1) It is important to be committed to crime prevention and there should be an allocation of funds targeted specifically for this work. It behooves the members of the community to become involved because it is

impossible for the police to do the work on their own.

2) Community-based policing is a positive step in crime prevention strategies. There should be police on the street so that members of the community and the police can get to know one another on a first name basis. Then when there are problems, there can be communication rather than conflict. Cooperation is vital if we are to have a law and order society. Money must be made available for community-based policing.

3) Minorities should be appropriately represented on the police force and Mr. Cardoso expressed the concern that we are ten years behind in this endeavour and must now catch up. To accomplish this, community leaders should actively lobby and push for changes through the political process.

In summary, Mr. Cardoso felt that there should be a conference like this one at least once per year so that concerns can be openly expressed and ideas can be exchanged.

DR. REGINALDO HERNANDEZ:

representing the Hispanic community, began by analogizing the work that he does in terms of the prevention of mental disorders with that of crime prevention. The agency for which he works receives referrals from the police, the legal system and the courts. He focused on those cases referred from the police and legal system in his discussion.

The majority of newcomers are from Central America and Chile where civil war is taking place. When the media highlights the police practices in places like San Salvador where groups of religious people have been killed, the immediate reaction is to believe that these killings were done by the police.

The perception of most Latin Americans is that of the police as a repressive force so that it is difficult to perceive police as friendly and helpful. There is repression, incarceration and torture in their own country and this is done by people wearing uniforms. It is not surprising therefore that these people would react with violence when they are confronted by people in uniforms.

Because of the frustrations and the difficulties that are encountered by people trying to adapt to their new conditions of life in this country, many react with violence (often drug and alcohol related). This results in their involvement with the criminal justice system. Post traumatic stress disorder and exile syndrome are responsible for this reaction of violence.

The clinic is willing to assist anyone who is interested in the above stated problems in gaining more knowledge on the subject and learning the appropriate measures that are helpful in alleviating these concerns. The work that is done at his clinic is to assist these people in realizing and recognizing the different role of police in this country. We must re-educate people to expect help and understanding from the police in this country.

Many Hispanics go to jail and are remanded without trial because of a language problem. Therefore, there should be interpreters available from the community to relieve this problem. Crime prevention should focus on public education.

MR. LOU FERNANDEZ:

representing the Filipino community, commented on the common thread that was tying each of the speaker's comments together - that of crime prevention being the responsibility of everyone. Crime prevention must be supported by the public at large. There is a fear of discrimination among his people that has been transported from their home countries.

The existing disproportional representation in law enforcement agencies is viewed negatively because of the fear of discrimination which might lead to unreasonable charges being laid and penalties being meted out. Therefore, he believes that affirmative action must be implemented.

Few people are aware of the programs and projects that are available to the public and police are not cognizant of the various needs of the communities. Conferences such as this would aid in the much needed educational process. Mr. Fernandez further commented on the concern that there were not enough qualified police officers. He called for increased foot patrols which would result in closer relations and a stronger monitoring of Neighbourhood Watch programs.

There is a growing problem in understanding behaviours or actions between police officers and members of the community, for example, the cultural differences in body language and eye contact and Mr. Fernandez called for increased emphasis on cross-cultural education. The language difficulties present a great problem and

there should be interpreters available on a regular basis for this purpose.

In closing, Mr. Fernandez related that in his country criminality was seen as a disgrace and that in Canada it seems that criminals are allowed to reenter society without stigmatization. He feels that this perhaps encourages further criminality.

MR. UDORN SAYASA:

representing the Laotian community, made some comparisons about the police in other countries and those in Canada. One difficulty that he mentioned was the length of time that it takes for police to arrive on the scene.

The Laotian people are very frightened of the police and as a result are extremely careful about not having any contact with them. There must be strong cooperation between the police and the multicultural communities so that we may dispel some of the misconceptions and work toward cooperation.

MR. JOSEPH NGUYEN:

representing the Vietnamese community, began by stating "surely we must agree that preventing something from happening is much better than trying to fix it after the fact". He observed that the presence of the foot patrols very much discourages the criminal in the core area. He went on to take the opportunity to thank the Winnipeg Police Department for their efforts in this area and

enco[illegible]ged them to continue to develop community-based police [illegible]s.

The community cannot take the law into their own hands and must also recognize the limitations of the police. It does take time for them to respond to citizen calls because of the lack of available manpower.

Many Vietnamese are unprepared to deal with the differences that they encounter in Canada. They come from a country where the police force is very repressive and noted that it will take some time to erase that image. The person charged by the police in Vietnam is assumed guilty until proven innocent and this is very different from the situation in Canada.

The numerous problems that are encountered must have solutions and the best way to solve problems is to work cooperatively with the police. We have to inform the members of our communities that crime prevention programs are in place. By allowing every member of the community to express their opinions freely, situations will not be "blown out of proportion" as has been the case in the past.

Mr. Nguyen realizes that the communities have a serious responsibility to educate and inform their members of the different role that the police play in Canada.

MR. JOHN JACK:

representing the Caribbean community, spoke as a junior high school teacher and a former member of the Manitoba Police Commission. He said that in these roles he has had many complaints from his people

about the actions and behaviours of the Winnipeg Police. In the Caribbean there is a happy feeling about the relationship with the police and that they are there to prevent crime and to protect the citizens. This is very different from encounters with the Winnipeg City Police where there is the feeling that the police are there to respond to crime after the fact. Because of these feelings, the Black people try to ensure that they have no dealings with the police and that they remain law abiding citizens. In any job or workplace situation, there are "red-necks" and Mr. Jack believes that on the Winnipeg Police force there are a few prejudiced people who dislike non-whites. His concern is that it just takes a handful of "red-necks" who display that kind of an attitude to give the entire force a bad image.

Police represent power or seem to represent power and if there are police who are prejudiced, they represent an even greater power. If there are Blacks who break the law or appear to break the law, they will be "nailed" for crimes that they have not committed.

"In our view, the police lack the proper understanding, the sensitivity, the compassion and the flexibility to fairly perform and exercise justice." Stemming from the experience of Blacks who have had dealings with the police, Mr. Jack related the following concerns:

1) Eight out of ten Blacks say they are never given a warning when they are stopped by the police.

2) Black youths are detained longer than whites.

3) The treatment after arrest is very different for Blacks and whites.

4) The police do not take circumstances into consideration and there is a measure of unfairness meted out to members of the minority communities.

Cross-cultural training to sensitize police officers to the values and beliefs of the other cultural groups who comprise society is imperative. Attitudes toward Blacks must change and the stereotyping of minorities must stop.

Mr. Jack recommended the following solutions to the problems:

1) A clear understanding must be developed between police and the community.

2) Cross-cultural training is necessary for all police members.

3) Community-based policing is encouraged to develop more humane relations between the police and the community.

4) All members of the police force must try to exercise fairness, honesty and sensitivity in their dealings with minorities in particular and with all Manitobans in general.

MR. DENNIS REBELLO:

representing the East Indian community, made his comments from two perspectives: 1) observations from his own experiences, and 2) observations and comments expressed by those in his community and those in the news media. Like many other communities, the East Indian community can be broadly divided into two categories: rural and urban dwellers. The suburban East Indians' comments are similar to the mainstream population of the community who are concerned about the lack of policing in their area, robberies in their homes and safety on the streets. Those who report from the

core area describe police as rude and unresponsive to calls for assistance.

Mr. Rebello continued with his personal observations on the requirements of police in a multicultural society: "...policing in a multicultural society requires more than instinct and training, it needs sensitivity and understanding in dealing with over 56 ethnic groups in Manitoba". Mr. Rebello feels that policing in the 90's will be a very different project. Officers will have had the opportunity to interact with those of different cultures and will have benefited from this interaction.

Police must be very cognizant of their body language and nonverbal behaviour as East Indians are very sensitive to this form of communication. But he concluded with: "We are Manitobans first, and if we are to enjoy security and peace, then we must insist that police do not give up on dealing with ethnic offenders and shy away from taking a stand when it comes to someone outside the mainstream, for this will spell chaos".

"By all of us being present here we are making this commitment to give up our time and expertise in our community and to help develop a specific community based strategy in crime prevention which I think should be a natural follow-up for a conference like this."

CONCLUDING REMARKS

MR. GEORGE ORLE, Q.C.

Mr. Orle thanked each of the panellists and observed that there was consistency in the concerns that were expressed by each of the nine representatives. Now that the concerns have been expressed, it is important to deal with them and the conference has just opened the door. We must continue to keep the door open in the hopes that we will be able to do something in the work that exists on the other side of the door.

As a preliminary step, the Commission will begin to distribute some of its material dealing with crime prevention to all of the communities in order to open up a line of communication.

Mr. Orle thanked the Department of Justice for the support in establishing this conference and he also stated that the Commission has their continued support to see what can be done in the future in terms of crime prevention and multiculturalism.

KEYNOTE SPEAKER

HONOURABLE JAMES MCCRAE
MINISTER OF JUSTICE AND ATTORNEY GENERAL OF MANITOBA

Mr. McCrae expressed his pleasure that the conference was proceeding well and that it is important that there are frank comments being expressed. It is a good thing to have this kind of conference so that we can hear what each other has to say so that we can improve our justice system for everyone no matter what cultural background one might come from.

While the government and police have a leading role to play in all crime prevention, there is a limit to what can be done without the active support of the public. Manitoba is a multicultural society and we are greatly enriched by multiculturalism. The government of Manitoba actively supports multiculturalism.

In crime prevention there can be problems created by failure to understand each other and a conference like this can be a valuable tool so that we can all work together to reduce crime. The government believes that all Manitobans must be fully involved in community crime prevention. The demands on the Department of Justice remain extremely high and in order to reduce the backlog of cases it is essential that all Manitobans work together.

Some of the concerns of the Department in terms of financing are as follows: 1) The Family Division of the Court of Queen's Bench now serves the entire Province of Manitoba. 2) The

Department has financed the Aboriginal Justice Inquiry and the report is forthcoming in the near future. The importance of this Inquiry cannot be understated. Many people are anxiously awaiting the outcome of this Inquiry. 3) The upcoming R.C.M.P. contract negotiation - the Federal Government has forced a new contract on the provinces that raised the percentage of costs from 55-70%. It will cost the Department of Justice approximately one million dollars. This will make allocation of new monies for crime prevention initiatives very difficult. Mr. McCrae stated that somehow funds will be found to support effective crime prevention programs.

Manitoba has unveiled the most comprehensive anti-impaired driving program in Canada and what made this possible was the determination of not just the government but everyone involved in the administration of justice and the regulation of our highways. The government has the overwhelming support of Manitobans for this program. The program is not very expensive for the government because the program has been designed in such a way as to save the taxpayers from paying for this program. The drunk driver loses their licence immediately and their car is impounded. The car is kept impounded for 30 days and will not be released until all charges are paid. The program has proved to be very successful.

There is a great deal more to do in the area of crime prevention than fighting impaired driving. The Ministry is acutely aware of the growing abuse of drugs in our society and the danger that drugs present to our young people. Just as the government's

jurisdiction over highways gives them the authority to move decisively against impaired driving, they also believe that they are constitutionally empowered to fight drugs because of their devastating effect on the health of our population.

The government's control over education gives them the power to attack the drug problem in our schools. A comprehensive anti-drug strategy is being developed by the Government of Manitoba. They are canvassing all the jurisdictions in North America to determine the programs that have been effective so that they may copy some of the programs and adapt them to Manitoba's conditions. "As we develop our anti-drug programs, we are well aware that community support is vital to their success. We will not have much success with our youth if they see adults preaching against drugs but tolerating their use and abuse among their friends and associates. We need to involve youth themselves in the design and implementation of effective anti-drug measures, just as they are involved in the fight against impaired driving through organizations like T.A.D.D. (Teens Against Drinking and Driving)."

"There are many other challenges facing the Department of Justice and all Manitobans over the next year as we work together to reduce crime." The Ministry hopes that the Aboriginal Justice Inquiry will provide useful and practical ideas to improve the administration of justice especially as it affects our Native population. "We must also continue to deal with the serious problems of wife and child abuse."

In meeting these challenges the government and its departments must ensure that they use every dollar very wisely. "We have to change the emphasis from intervening after the fact, with the enormous costs involved in court processes, to preventing crime." While the savings resulting from a crime preventive model are hard to quantify, we can all take some comfort from the recent statistics that show a substantial drop (12-13%) in the crime rate in Winnipeg for the first 6 months of this year. We are seeing the results of such programs as Neighbourhood Watch and Operation Identification and we should be able to make further progress by working together with the community in reducing crime.

More emphasis must be placed on the rehabilitation of criminals who are not dangerous by giving them help in finding jobs, for example. We need the support of the community because the fight against crime is everybody's business regardless of our background. There is no cultural group in Manitoba which is unaffected by crime so all cultural groups must work together to reduce crime.

"I look forward to receiving from the Manitoba Police Commission (the organizers of this conference) a list of recommendations of better ways of involving all Manitobans in our efforts to reduce crime and I take this opportunity to invite you to attend future conferences and workshops so that you can keep talking and listening to each other."

"I am excited about this conference because I understand that there have not been conferences like this in the past and I hope

that it becomes part of our future. Once we get programs and ideas going that have the approval of the multicultural community, they can monitor the programs that we put into place and tell us what is wrong with them, tell us how to improve them and how to make them work for their community and for the larger community of Manitoba. I would like to thank you for taking part in this conference and ask you to keep working with us because results can be really good and very positive and can help prevent crime and promote a better understanding."

Mr. Orle thanked Mr. McCrae for taking time from his busy schedule to attend this conference. Mr. Orle passed along the information that one of the first matters that we are hearing from all of the participants is the call for more communication between the government, government agencies and the various groups in the multicultural community. Therefore when there are new programs on impaired driving and drug abuse going out into the general public, part of it may be directed to the multicultural media through the multicultural organizations and have them involved in the distribution of this information.

INTRODUCTION TO THE WORKSHOP SESSIONS

THE ROLE OF SCHOOLS, PARENTS AND THE COMMUNITY IN CRIME PREVENTION

MR. NAM VU:

Mr. Nam Vu introduced concerns that the workshop participants might consider regarding the role of the school, parents and community in crime prevention. Members of the community must be educated as to rule breaking and laws as they apply to Canada. Because of cultural differences, the expectation is that the host country will inform new immigrants rather than the new immigrants asking for information. The government should take the leading role in educating newcomers to Canada.

Discrimination can be avoided by having representatives of the ethnic cultures amongst the members of the law enforcers. Communities need to take on the responsibility of educating their members but because parents have to fight for their survival, they don't have the time to spend socializing their children.

Mr. Vu ended with the comment that the recommendations that are forthcoming from this conference should be directed to the appropriate government agencies with a strategy plan for implementation. In this way the recommendations have a better chance to be translated into action.

RESOURCES AS THEY AFFECT CRIME PREVENTION IN MULTICULTURAL COMMUNITIES

MS. NORMA WALKER:

Ms. Norma Walker introduced those concerns that need to be addressed regarding resources as they affect multicultural communities in the area of crime prevention. Ms. Walker opened her discussion with her concerns regarding wife and child abuse. She reiterated the need for resources to be made available to multicultural communities in the area of crime prevention.

She felt that the police can change the image that multicultural communities have of them by having more positive proactive community-based policing that would help to foster crime prevention. Crime must be viewed as a social problem and programs must be initiated to influence target groups of potential offenders. For this reason it is important for the communities to get an accurate picture of crime in their area.

Role models must be made available in both law enforcement and social services because she feels that our youth are joining gangs to gain a sense of identity and are using gangs as a social crutch. We are losing our youth because there is no sense of stability in our communities and therefore issues of social acceptability must be addressed. One way of accomplishing this goal is to provide positive alternatives in the community for our youth. Intervention strategies must be developed to implement the recommendations that have been made at this our first attempt at reconciling police and community relations.

RECOMMENDATIONS

THE ROLE OF SCHOOL, PARENTS AND COMMUNITY IN CRIME PREVENTION

1. The educational system and the police should be "partners in education, promoting crime awareness in the school system".

2. More human resources should be made available for the schools' programming, especially for drug awareness programs and alternatives for youth in the community.

3. There is a need for the establishment of a pilot project in the core area whereby a police officer is assigned to a particular school on a full-time basis.

4. The inclusion of crime prevention in the school curriculum (elementary through high school) - the curriculum should include plays or dramatizations depicting the criminal justice system.

5. Resources should be made available for the inclusion of cross-cultural awareness in the schools by developing age-specific and appropriate intercultural programs and activities such as the unique ways in which different cultures celebrate holidays and special occasions.

6. Police departments should educate the communities through the utilization of the ethnic media.

7. There should be adequate representation of ethnic minorities on the police force. This could be accomplished through adherence to the principles of affirmative action. The ethnic communities should also be kept up-to-date on the hiring of minorities by regular dissemination of statistics.

8. Community leaders should be invited to discuss problems directly with the police.

9. There is a need for teachers of different backgrounds who will have the sensitivity to a variety of cultural differences.

10. Schools should be used to facilitate an on-going dialogue between parents, teachers, students and community leaders so each can be made aware of the other's concerns.

11. The development of cross cultural training for teachers, police and other social service agencies could be facilitated by the Manitoba Police Commission in conjunction with the Province who have committed themselves to crime prevention through social development.

12. Language banks should be established that would assist in the difficulties inherent in language barriers.

13. Encouragement must be provided by the schools for parents' involvement. For example, parents need to realize and support the social aspects of education rather than the concentration on academic subjects. Parents should supply feedback to the schools on their concerns regarding education.

14. Judges and other members of the legal profession should become more involved in the community. By meeting the students in the schools and inviting them to come to view court proceedings, much could be done to dispel misconceptions of the criminal justice system. In consultation with the legal profession, the schools could also stage mock trials.

15. There is a need to clearly define the role of parents, school and community as it applies to crime prevention. The present tendency is to leave this responsibility to the educational system. Parents must take part in reinforcing the notions implanted by the schools. Parents should take a more active role in the process and this could be facilitated if the parents are educated in tandem with their children.

THE ROLE OF MEDIA IN CRIME PREVENTION

1. News releases should be distributed to the ethnic media so that they can educate the community about crime prevention.

2. Police should appear on ethnic radio and television programs to discuss projects and initiatives in their respective languages. Specific programming for public television could also be produced.

3. The media must be made aware of their tendency to stereotype.

4. There should be continued publication of crime reports on a regular basis.

5. Media should be given cross-cultural education and should be cognizant of their civic responsibility. Media should include more positive information and refrain from over sensationalizing. There should be established guidelines regarding the appropriate reporting of crimes.

6. Crime prevention "spots" should be incorporated into regular prime time programming.

7. The establishment of a special column in the newspaper announcing programs that are in place and also explaining new initiatives would aid in the dissemination of information.

8. Outreach programs that would orientate newly arrived immigrants to the concept of law enforcement in Canada should be established. Immigrants should be provided with a brochure in their own language which would give them an overview of Canadian law.

9. There should be more selective censorship in television and movie programming.

10. Communities should take action to correct the media when inaccurate information is given or when misleading statements are made.

RESOURCES AS THEY AFFECT CRIME PREVENTION IN MULTICULTURAL COMMUNITIES

1. Money must be made available for purchasing advertising in the ethnic media.

2. Ethnic communities should bring to bear their own values regarding crime prevention on law enforcement agencies and to do this they would require resources.

3. Government regulations should be updated to reflect the changing make-up of society vis-a-vis the influx of immigrants.

4. A list of contact people in each community should be available.

5. The Manitoba Police Commission should be given the human and financial resources to enable them to follow up on recommendations made at this conference. Money should also be made available to have quarterly dialoguing sessions with members of the criminal justice system.

6. Financial resources should be made available to multicultural agencies so that they can continue the process of developing crime prevention programs in their community.

7. Language banks should be established and interpreters made available to those who are unable to communicate with the police or the courts. The money could also be earmarked for translating materials re legal rights and responsibilities.

8. Money should be budgeted to provide training for police to enable them to more effectively deal with the problems created by multicultural differences. This training would include such components as sensitivity training and the mechanisms of stereotyping, an awareness of the history and culture of communities, the concept of exile and post traumatic shock syndrome and an understanding of the repressive nature of policing in some countries.

9. Funding should be made available so that community centres can be utilized to provide counselling for young offenders.

10. Funding should be made available for the creation of an ethnic squad section on the Winnipeg Police force.

11. Rookie police officers should spend at least two years working with appropriate role models (seasoned police officers) before they are placed in the core area.

12. Police and ethnic communities should invite each other to submit articles to their respective newsletters thereby promoting better relations and a deeper understanding of each others' concerns.

13. A resource directory of services and referral agencies should be compiled by the Manitoba Police Commission and made available to the participants of this conference.

14. Community groups should take an active part in recruiting potential officers - a committee (ethno-specific) should be established for this purpose by both the Manitoba Police Commission and the Royal Canadian Mounted Police.

15. Police should develop and implement a multicultural policy that defines limitations on discriminatory language and behaviour and identifies opportunities for positive interaction.

16. Police should implement programs to involve ethno-cultural youth in the workings of the police force.

17. Police and ethno-cultural communities should consult Mediation Services of Winnipeg to investigate alternatives for resolving conflicts without resorting to the criminal justice system.